



DRAFT
ENVIRONMENTAL IMPACT REPORT
AND STATEMENT

for the

UNITY DEVELOPMENT AND
SING PROPOSAL FOR HUD
BLOCK GRANT

EE75.3

January 17, 1975



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CHAPTER I. SUMMARY

San Francisco anticipates receiving \$28.6 million for calendar year 1975 from the U. S. Department of Housing and Urban Development (HUD) for community development activities. Of this amount, \$9.5 million has been previously committed to continue existing redevelopment, concentrated code enforcement and Model Cities projects from January through June of this year.

Of the remaining \$19.1 million, two-thirds, or \$12.5 million, is proposed for funding existing projects through December 1975. First priorities would be completion of existing programs such as:

1. Western Addition and Hunters Point.
2. Federal Assisted Code Enforcement (FACE) in Bernal Heights, Alamo Square, and Duboce Triangle.
3. Model Cities programs in the Bayview-Hunters Point and Mission District areas.

The majority of first-year funds would be allocated for completion of these projects.

It is proposed that \$6.6 million would be used to begin new projects. The emphasis would be on conservation of the City's existing housing and on improvement of the residential quality of neighborhoods. This would be achieved by:

1. Initiation of new housing rehabilitation efforts in selected areas.
2. Development of a major program to plan and establish multi-purpose neighborhood centers.
3. Renovation of existing neighborhood recreation facilities.
4. Provision of better traffic control and related beautification activities in residential areas.

The community development block grant does not substantially change the types of activities eligible for funding under the old HUD programs. It does alter the way these funds come to the City.

The impacts of these proposals include displacement of persons living in substandard housing which would be replaced; the consumption of non-renewable energy and material resources in construction; and less than 1% increases in loads upon existing public and private utilities and services, due to changes in life style associated with improved living conditions. Emphasis on rehabilitation of existing structures and on scattered site development

in preference to massive redevelopment tends to mitigate displacement and energy consumption impacts.

The major alternative to the proposed program would be design of new, large development projects which would result in increased displacement, energy consumption and other impacts.

The block grant application is subject to environmental review under both California and federal law; therefore, this document is a joint environmental impact report and statement.

CHAPTER TWO. PROJECT DESCRIPTION

A. Introduction

The Housing and Community Development Act of 1974, Public Law 93-383, established a major new funding system for programs assisted by the Department of Housing and Urban Development (HUD). Title I of this Act provides so-called "block grants" for community development activities, many of which were formerly funded under Title I of the Housing Act of 1949 (urban renewal programs) or under Title I of the Demonstration Cities and Metropolitan Development Act of 1966 (Model Cities program).

Section 104(h) of the Act delegates to the applicant environmental review, under the National Environmental Policy Act of 1969 (NEPA), of projects proposed to be funded by the block grant program. This document is designed to meet federal and state environmental review requirements under NEPA and CEQA (the California Environmental Quality Act of 1970) respectively, hence it is both an Environmental Impact Statement (EIS under NEPA) and an Environmental Impact Report (EIR under CEQA), and will hereinafter be referred to as EIR/S.

This EIR/S is for the block grant application as a whole. Individual projects proposed to be funded by this grant have been, or are being, subjected to individual environmental review. The grant application is designed to cover general community development policies for the next three years, with a first year program of specific activities. It will describe the types of projects eligible for block grant funding, the criteria employed in project selection, the environmental impacts of the program, measures to reduce potential impacts, possible alternatives to the proposed program, and the environmental review status of the individual proposed projects.

B. Program Goals

The four major program objectives would be: conserve existing housing, develop new housing, improve neighborhood quality and undertake economic development activities.

The major goal of the City's community development program would be the improvement of housing and residential quality. The main program toward improved residential quality would be the rehabilitation of existing structures. An attempt would be made to retain the character and architectural style of the City. In recognition of differences between private homes, apartment houses and publicly owned housing units,

several types of rehabilitation programs would be undertaken.

In keeping with the City's policy of neighborhood maintenance, as expressed in the Comprehensive Plan, none of these programs would involve massive clearance or demolition. Instead, the City would program for new housing on a small site basis. Priority in new community development activities would be given to housing and related needs of low and moderate income persons. Emphasis would be on scattered, relatively small, sites throughout the City to preclude concentrations of low and moderate income housing units.

The program would envision neighborhood centers designed to provide social services in areas where major community development activities are planned. Plans need to be developed to determine where centers should be located, what services should be included and how they would be financed.

Rehabilitation and expansion of neighborhood parks and recreational facilities would be a program goal. Although the Open Space Acquisition and Parks Renovation program, created with the passage of Proposition J in the November 1974 election, would provide part of the means to accomplish this, block grant monies may be needed to support these efforts.

C. Project Location

The City and County of San Francisco is surrounded on three sides by water, being bounded on the west by the Pacific Ocean and on the north and east by San Francisco Bay. San Francisco Bay is the only sea level entrance into the interior of California. Maps of the City and its vicinity are presented in Exhibits I and II.

Except for parks, military reservations and mountain slopes, the City is practically 100% developed. The west side is predominantly residential, mostly single-family houses. The northern districts include the downtown commercial area, with its large daytime work force from all over the Bay area; a large industrial area; and a large residential area, predominantly of multi-family units. The southeast district, while mostly single-family residential, includes a large industrial area.

D. Program Description

Since a City policy to keep existing, funded projects moving expeditiously to completion has been established by the Board of Supervisors through ordinances, resolutions and

legal contracts, the proposed first-year plan for comprehensive development activities reflects a policy of completion of existing projects, as well as initiation of new directions for additional program activities.

Under the Community Development Block Grant Program, the City expects to receive \$135 million over the next six-year period. Of this, approximately \$80 million will be needed to meet the outstanding costs in the City's existing redevelopment, code enforcement and model cities programs. Each of these programs was severely curtailed by federal cutbacks during the past several years and, consequently, remains incomplete.

All community development activities must conform to the provisions of the Housing and Community Development Act. Those activities ineligible for funding include the use of block grant money so as to reduce the amount of local financial support for community development substantially below prior levels and the acquisition, construction or reconstruction of certain public facilities, such as schools, hospitals, convention halls or general government administration buildings. Public and social services may be funded with community development block grant funds only if funds are not available from other federal sources.

Community Development Program

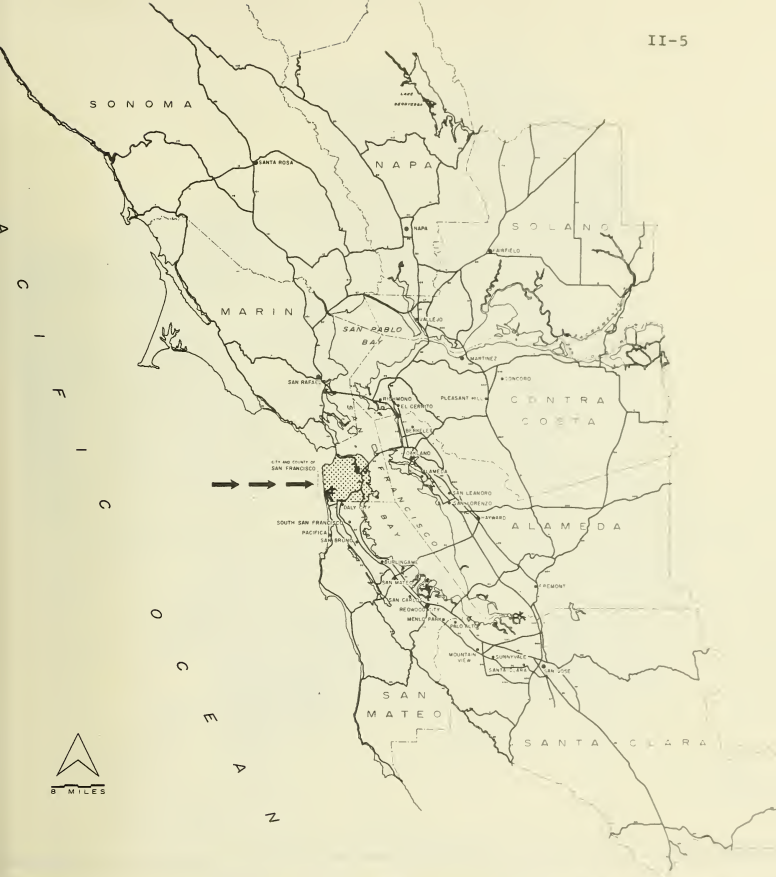
San Francisco's proposals for community development and housing are presented in two parts. The first part includes a program to meet the City's community development needs; the second part is a plan for housing assistance designed to meet the housing needs of low and moderate income families. Preference was given to areas with a relatively high proportion of minority and lower income residents as indicated respectively in Exhibits III, IV and V, in order to assure that funds would be concentrated where they were most needed. In screening requests for new activities, each proposal was analyzed according to several major factors. The following questions were asked in each case:

- a) Does the proposal focus on one of the four priority needs?
 - to conserve existing housing
 - to develop new housing
 - to improve neighborhood quality
 - to undertake economic development activities
- b) Does the proposal conform to the provisions of Federal law and regulations?

- Does it focus on the needs of low and moderate-income persons?
 - Is the proposal directed toward the prevention or elimination of slums and blight?
 - Is the activity eligible for funding under the law?
 - Are there funds available for the project from other federal sources?
 - Would block grant funds substantially reduce the current level of local financial support, if any, for this activity?
- c) Does the proposed project have strong citizen and executive support?
 - d) Does it support an increased emphasis on neighborhood conservation and rehabilitation?
 - e) Is the proposal feasible? Can it be carried out in a reasonable amount of time? Is there an appropriate administrative agency?
 - f) Is the proposed program in a high need area?
 - g) Does the proposal focus primarily on physical improvements?

Scheduling

In changing from a system of funding, separate categorical programs to a system of block grants, HUD acknowledged, by making available funding, a six-month period to aid cities in making the transition to block grant funding. For this reason, \$9.5 million of the total block grant of \$28.6 million was made available to fund FACE, Redevelopment, and Model Cities programs during this period. The remaining \$19.1 million would be programmed for the last six months of 1975. As a City policy, priority would be given to completing existing community projects. Over the next two years, as the City completes its existing Community Development projects, more monies would be made available to begin new Community Development activities. Those new activities to be considered would be designed to: (1) improve the quality of existing housing, (2) provide new housing, (3) improve residential quality, and (4) advance economic opportunity through land development.



SAN FRANCISCO BAY REGION

- CITY WITH OVER 20,000 POPULATION
- COUNTY SEAT
- COUNTY LINE
- STATE, U.S. OR INTERSTATE HIGHWAY

EXHIBIT I

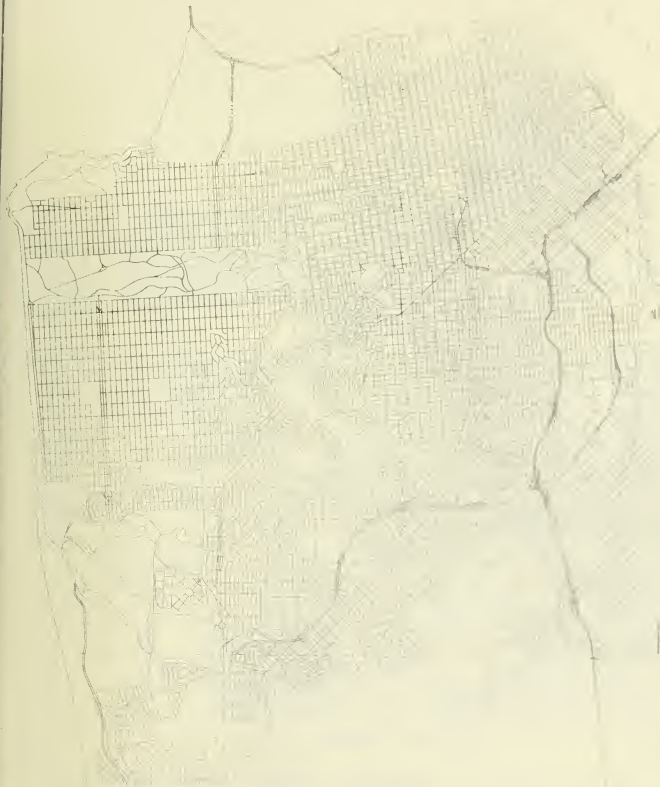
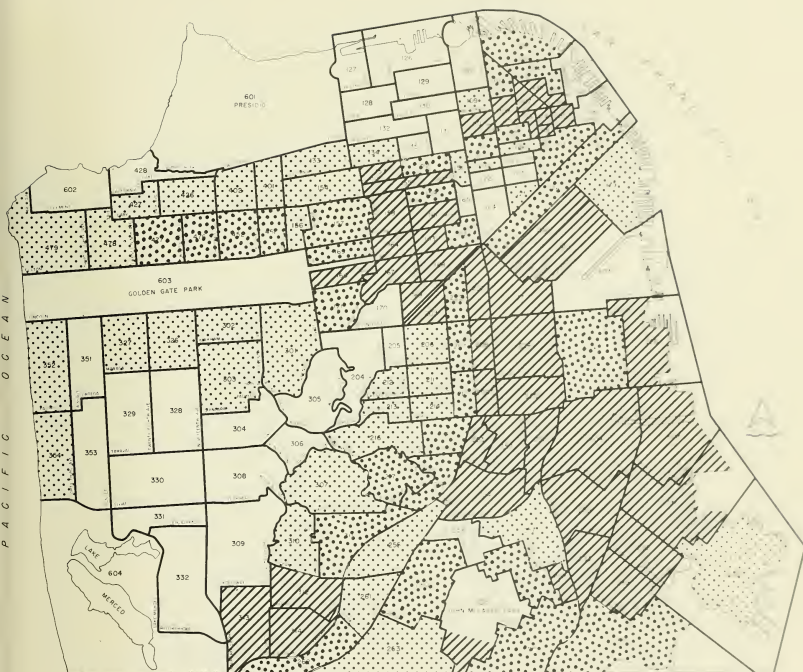


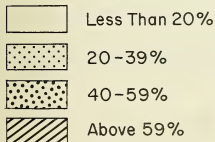
EXHIBIT II
The City and County of
San Francisco



1970 CENSUS TRACTS

EXHIBIT III

**DISTRIBUTION OF MINORITY GROUPS
A COMPOSITE OF BLACKS-LATINS-ASIANS**



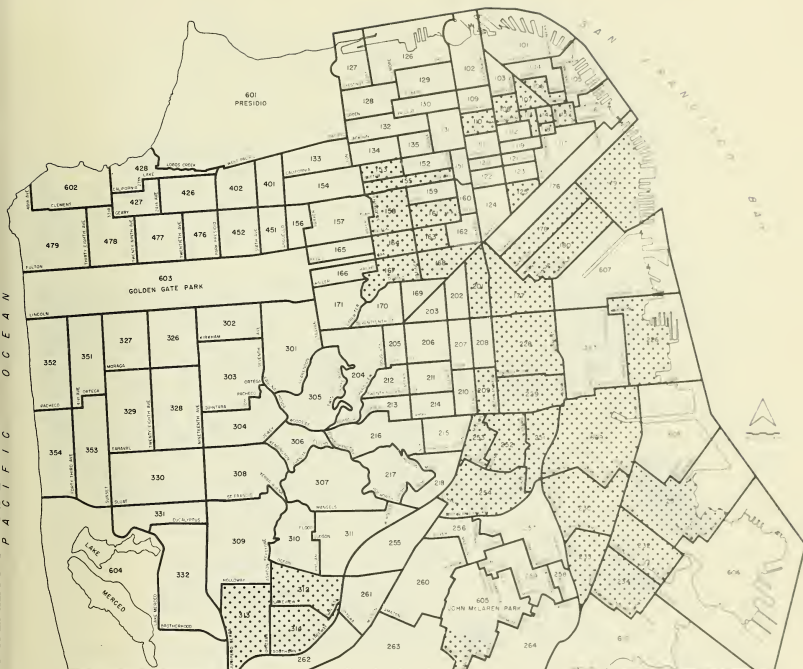
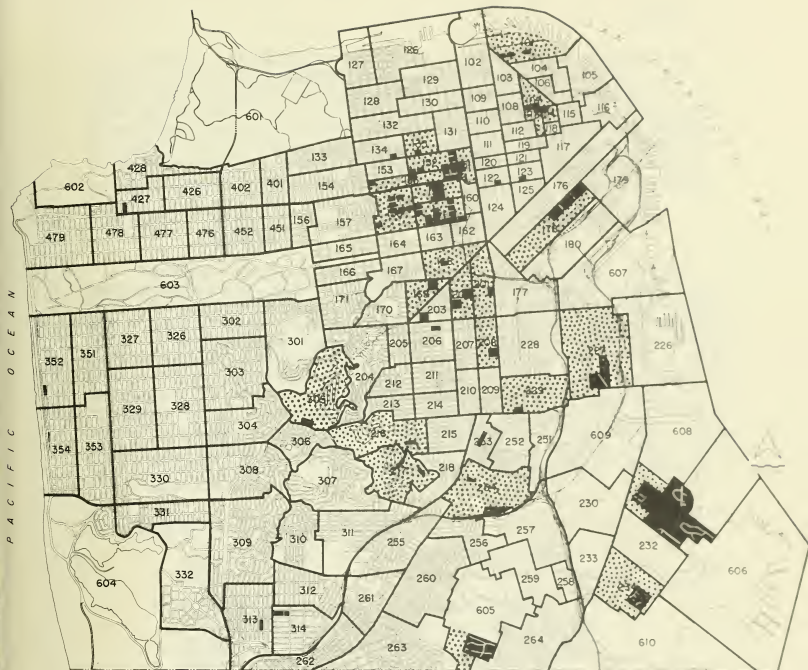


EXHIBIT IV

DISTRIBUTION OF MINORITY POPULATION & LOWER INCOME FAMILIES* By Census Tracts, 1970

- Less Than 65% Minority Population and Lower Income Families
- 65% or More Minority Population or Lower Income Families or Both

*Families With Income Less Than \$8,000



DISTRIBUTIONS OF EXISTING ASSISTED HOUSING UNITS



Assessor's Block With Public Housing or Other Subsidized Housing

Census Tract in Which the Percentage of the City's Total Assisted Housing Units is Greater Than the Percentage of the City's Total Housing Units

Sources: S.F. Housing Authority & S.F. Redevelopment Agency

Citizen involvement would be a continuous activity in planning and programming Community Development funds. A nine-step procedure developed for programming Community Development funds is described in Appendix I. It is anticipated that resources would be available through block grants to work directly with community organizations and citizens to assess and articulate Community Development needs and to jointly develop programs that are responsive to those needs.

Part One: Community Development Projects Proposed for Funding

Each new project is identified by an asterisk. The implementing agency is identified in parentheses, using the following abbreviations: BBI = Bureau of Building Inspection; MCA = Model Cities Agency; DCP = Department of City Planning; SFRA = Redevelopment Agency; DPW = Department of Public Works; SFHA = Housing Authority; DRP = Department of Recreation and Parks; RV = Registrar of Voters; and OCD = Office of Community Development. Indicated funding amounts are approximate. Programs to be continued in the second and third years of the block grant are indicated in descriptions of individual items. Ongoing programs which may require funding in the second and third years, but not requiring funds for the first program year, are included in the list.

A. Conserve Existing Housing

1. Complete FACE program in Alamo Square, Bernal Heights, and Duboce Triangle (BBI) \$ 610,000

Federally Assisted Code Enforcement (FACE) activities, underway since 19 May 1969, are nearing completion in these areas. The areas contain a total of 1,611 structures with 4,598 dwelling units. Code inspectors have found Code deficiencies in 1,573 structures containing 4,549 dwelling units. Program activities include Code inspections, public works improvements, rehousing payments, community liaison, and the processing of rehabilitation loans and grants.

2. Continue assistance to the Bayview-Hunters Point Housing Assistance Office (MCA) 300,000

The prime objectives of the Housing Assistance Office are to encourage resident home ownership, to expand the

supply of the existing housing stock, and to make rehabilitation financing more available to local residents in the Bayview-Hunters Point Model Neighborhood. To meet these objectives, neighborhood residents are provided legal, technical and financial counseling in regard to home improvements and purchases. The Housing Assistance Office also makes available low interest loans for mortgage downpayments and home repair improvements.

3. Continue assistance to the Mission Housing Development Corporation (MCA) 270,000

The Mission Housing Development Corporation (MHDC) assists Mission Model Neighborhood residents in matters relating to housing improvements, rental assistance and home ownership. In addition to these specific housing aids, the MHDC is involved in promoting and carrying out recommendations of the Inner Mission Plan completed in 1974.

4. Provide technical assistance to the Mission District related to carrying out recommendations of the Inner Mission Plan (MCA) 10,000 *

The Inner Mission Plan recommends various improvement proposals in regard to housing, recreation and parks, community services, transportation, urban design and economic development. Working closely with interested citizen groups, including the Mission Planning Council, and appropriate City departments and agencies, a planner will assist in the coordination and implementation of recommendations proposed in the Inner Mission Plan.

5. Initiate Rehabilitation Assistance Program in Upper Ashbury (EBI) 280,000 *
See note below

Concentrated rehabilitation and Code enforcement activities are scheduled in the Upper Ashbury neighborhood area during

the first program year. This area contains 1,461 structures with 3,373 dwelling units. Program activities will include the inspection of structures, public improvements, resident counseling, rehousing assistance, and the processing of special rehabilitation improvement loans including the provision for hardship loans. It is anticipated that rehabilitation work in the Upper Ashbury will be conducted over a five-year period.

6. Initiate Rehabilitation Assistance Program in Inner Richmond (BBI)
See note below

260,000 *

Concentrated rehabilitation and Code enforcement activities are scheduled to begin in the Inner Richmond neighborhood during the first program year. Current surveys indicate that 1,195 structures containing 2,254 dwelling units are in the area. Rehabilitation activities are to include Code inspections, public improvements, resident counseling, rehousing assistance, and the processing of special rehabilitation loans including provisions for hardship loans. Program activities are scheduled over a three-year period.

Note: In A-5 and A-6 above, Code inspections would not begin until rehabilitation financing under the City's loan program was established, except where owners voluntarily request such inspections.

7. Select and initiate a preliminary plan for a residential rehabilitation renewal project (DCP-SFRA)

50,000 *

An area would be selected which is appropriate for residential rehabilitation employing the tools of the redevelopment process.

8. Develop a new rehabilitation program involving public acquisition and resale, and identifying appropriate structures or areas for applying this program (DCP-SFRA)

50,000 *

As indicated earlier, the rehabilitation of deteriorating apartment buildings is a major need. Program strategy assigns high priority to the establishment of a new program for the rehabilitation of such multi-unit structures primarily through public acquisition and resale.

9. Evaluate various methods for financing rehabilitation loans and establish a system for the provision of such loans in all existing and future community development areas (OCD) 25,000 *
10. Supplement current efforts to rehabilitate existing public housing in the Hunters Point area (SFHA) 1,000,000 *

Rehabilitation improvement activities are directed at renovating 83 existing public housing units in the Hunters Point (A) project, Cal 1-17(A) South. Funds are to be used for general rehabilitation, community facilities and recreation needs, Code enforcement, and modernization activities.

B. Develop New Housing

1. Western Addition A-2 (SFRA) 5,400,000

The program for Western Addition A-2 includes the development of about 4,300 new housing units, the rehabilitation of 2,700 housing units, provision for a new elementary school, and the revitalization of the Nihonmachi and Fillmore business districts. Of the 4,300 new units of housing, about 2,500 are private units scheduled for households of low and moderate income. Block grant funds for 1975 are to be used for: land acquisition (30-40 parcels); relocation (320 households, 100 businesses); clearance (120-130 buildings); site improvements; disposition of building sites for new development; and rehabilitation of existing buildings.

2. Hunters Point NDP (SFRA) 2,400,000

The program for the Hunters Point Redevelopment Area includes the new development of about 1,950 private housing units (to replace the remaining temporary wartime housing from World War II), park and recreation facilities, elementary schools, churches, and neighborhood shopping. Of the new housing units, about 1,275 are scheduled for households of low and moderate income. Block grant funds for 1975 are to be used for: site improvements, relocation, and land for new development.

3. Diamond Heights (SFRA) -0-

The Diamond Heights Redevelopment Area is being developed as a new neighborhood with housing (over 2,200 units), playgrounds, schools, shopping facilities, and churches. No block grant funds for 1975 are needed.

4. Golden Gateway (SFRA) -0-

The Golden Gateway Redevelopment Area is being developed with new housing (about 2,500 units), offices, shops, a hotel, theaters, and two major public plazas. No block grant funds for 1975 are needed.

5. Stockton/Sacramento Site (SFRA) -0-

The Stockton/Sacramento Redevelopment Area is to be developed with about 150-200 units of housing for persons of low and moderate income. No block grant funds for 1975 are needed.

6. Chinatown, a reservation of funds for the acquisition of a housing site (SFRA) 500,000 *

The 1972 Housing and Recreation Program for Chinatown identified several potential housing sites. To date, the City's redevelopment program includes the Stockton/Sacramento site. Working with Chinatown housing interests, a second site should be identified and funds set

aside to begin acquisition and site preparation for new development.

C. Improve Neighborhood Quality

1. Continue Bayview-Hunters Point Model Neighborhood Services (MCA) 750,000

Education	290,000
Health	110,000
Social Services	110,000
Recreation/Culture	88,000
Law and Justice	160,000

These programs are a continuation of the Model Cities Program in the Bayview-Hunters Point Neighborhood and are intended to benefit the residents of this area.

Educational programs have been designed to improve the existing achievement level of area residents, and to augment regular school curricula. A Career Opportunity Program which selects students to attend a local college, who in turn assist in resident education programs, is included.

Health programs, including an Ambulatory Health Care Facility to increase the number of physicians and dentists in existing medical facilities in the neighborhood, are supplementing existing neighborhood facilities and services, promoting better transportation to district hospitals and clinics, and expanding existing home health care services.

Social services are directed to support of food supplement and special child development programs. A Food Supplement program distributes special food packages and nutritional information to low-income pregnant women and women with infant children. A Growth and Development program is geared to the special needs of handicapped and retarded children.

Recreation and cultural programs are directed to the problems of drug abuse,

delinquency and inadequate neighborhood recreational programs. A Youth Community Development Program provides for a remedial summer school and free food program, and an internship program teaching management, business, and governmental processes to resident youth.

Comprehensive legal services and follow-up counseling and job referral in criminal cases are provided through the Community Defender program.

2. Continue Mission Model Neighborhood Services (MCA)

520,000

These programs are a continuation of the Model Cities Program in the Mission Neighborhood and are directed to benefit the residents of this area.

Supplemental educational services include the Mission Education Project which is providing audio-visual equipment and cultural materials to existing schools and promoting the involvement of parents in various school projects. Social service assistance is part of the Mission Child Care program, which provides day care and child development activities in five centers. Recreation and cultural needs are addressed with the Mission Neighborhood Physical Development program, which promotes a wide variety of sporting and recreational activities. A Mission Legal Defense program provides legal assistance to local residents involved in criminal cases.

3. Rehabilitate Existing Neighborhood Centers (MCA)

170,000 *

Visitacion Valley	
Community Center	37,000
Mission Neighborhood	
Centers	18,000
Potrero Hill Neighborhood	
House	26,000
Canon Kip Community House	70,000
Telegraph Hill Neighborhood Association	17,000

The Golden Gate Neighborhood Centers Association, the coordinating agency for the above neighborhood centers, has identified the need for the rehabilitation and remodeling of the above buildings to bring them up to health, fire, and safety regulations. Improvements to be made include: installation of fire doors and fire-escape ladders; earthquake-proofing; repair of steps; creation of outdoor play areas; extension of sprinkler system; additional toilet facilities; rewiring; flood lights; fencing; new windows; plumbing; and painting. These physical improvements will assure the continuation of these centers which are located in areas serving low and moderate income persons.

4. Inventory existing needs for neighborhood centers and reserve funds for new facilities (MCA-DCP)

500,000 *

Under past HUD categorical funding, the City constructed one neighborhood center in the Hunters Point area. Other neighborhoods have expressed a need for similar kinds of new centers. The above funds are to be used:
(1) to inventory existing needs in terms of locations, services, and administration, and (2) to create a funding source for the construction of one or two new centers.

5. Renovate and improve existing recreational facilities (DRP)

600,000 *

Chinatown Playground	50,000
Bernal Playground	30,000
Excelsior Playground	20,000
Potrero Hill Playground	70,000
Milton Meyer Recreation Center	190,000
Joseph Lee Recreation Center	90,000
Jackson Playground	150,000

These funds will be used primarily to rehabilitate existing buildings and to

provide for new and replacement equipment at these playgrounds and centers. The recommended improvements, located in neighborhood areas primarily composed of low and moderate income residents, will provide an increased and more varied program of recreation activities. In regard to Chinatown, the proposed funds have been assigned to Phase 2 work on the playground. Any remaining funds will be used for improvements at Portsmouth Square and the Chinese Recreation Center.

6. Carry out neighborhood traffic control and related beautification programs (DPW) 410,000 *

The prime purpose of this activity is the elimination of heavy commercial and daily commuter through-traffic on neighborhood streets, by diverting such vehicles to bordering collector arterials. Related beautification activities include tree planting, the undergrounding of transmission lines, landscaping and indirect lighting. This program is proposed for the Mission, Western Addition, South Bayshore, Visitation Valley, and Outer Mission-Ingleside districts.

7. Develop and initiate a program for providing loans and grants for the rehabilitation of structures with special architectural and historical value (DCP) 200,000 *

It is important to encourage the rehabilitation of architecturally significant and historic buildings. This activity will (1) review existing building valuation and classification criteria, assess existing preservation tools, select priority buildings and areas, and develop administrative procedures best suited to carry out this program, and (2) provide a reservation of funds to begin carrying out program recommendations.

8. Remove physical barriers which impede the mobility of elderly and handicapped persons (DPW) 100,000 *

The Bureau of Architecture has proposed a study of public buildings to identify architectural and material barriers which impede their use by elderly and handicapped persons. The study would recommend appropriate improvements to increase accessibility and use by such persons. In addition, this item includes a reservation of funds to begin carrying out program recommendations.

9. Voter Registration

25,000 *

The Community Development Act makes it possible to fund voter registration - where they are a part of a community-wide registration drive sponsored by the unit of general local government. In the past, the City and County of San Francisco has sponsored a modest citywide voter registration drive. In response to a number of requests from citizen groups and neighborhood organizations, this proposal would substantially increase San Francisco's voter registration effort. Funds are to be used to increase the number of deputy registrars and the number of registration sites, to expand training classes and to develop a media campaign.

In the selection of new voter registration sites, priority will be given to areas where there is a high concentration of either the elderly, low-income households or low voter registration.

D. Undertake Economic Development Activities

1. Yerba Buena Center (SFRA)

-0-

The development program for the Yerba Buena Center Redevelopment Area includes office buildings, shops, restaurants, an exhibit hall, an apparel mart, a hotel, a theater, a public garage, and an urban park including several malls and landscaped plazas. This project will create thousands of new jobs and enhance the City's main industry, tourism. No block grant funds for 1975 are needed.

2. India Basin Industrial Park (SFRA)

-0-

The India Basin Industrial Park (formerly known as Butchertown) will provide land suited to the needs of modern industry. No block grant funds for 1975 are needed.

3. Mission Manpower and Job Development Program (MCA)

250,000

These programs are a continuation of the Model Cities Program in the Mission neighborhood and are designed to benefit the residents of this area.

Residents are being assisted under four programs: (1) the Mission Hiring Hall is a central job referral and registration center to assist the under-employed and unemployed; (2) a Referral and Follow-up program provides essential supporting services, including health, daycare and language training; (3) the Mission Language and Vocational Schools is a program to overcome serious language obstacles to gainful employment; and (4) the Mission Contractors' Association assembles local minority contractors to promote affirmative action objectives. A revolving loan fund is provided for bonding and short-term capital loans.

4. Bayview-Hunters Point Operation Clean Up (MCA)

79,000

This program is a continuation of the Model Cities Program in the Bayview-Hunters Point neighborhood and is designed to benefit the residents of this area.

This program is promoting an improved neighborhood appearance and environment with the hiring of area residents to assist in the clean-up of vacant lots. Such projects are undertaken in conjunction with community land-use programs. The program is also related to the enforcement of City ordinances which deal with litter, weed and rubbish control.

E. Administration

1. Bureau of Building Inspection (BBI) 340,000

In the proposed program, its major function would be to assist OCD in implementing the Housing Assistance Plan in the rehabilitation of substandard units. Where applicable, BBI would conduct extensive Code enforcement programs in designated areas of the City to determine the nature of Code violations and the cost to rehabilitate housing units.

2. San Francisco Redevelopment Agency (SFRA) 1,400,000

Since the emphasis of the Community Development program would be to rehabilitate rather than to declare large areas for renewal, the SFRA would have to redirect its energies. Spot renewal throughout the City would become a major concern of the SFRA.

3. Model Cities Agency (MCA) 470,000

The major function of MCA is to facilitate contract negotiations, to provide fiscal control of projects, to evaluate the results of program activities, and to work with federal, state and local agencies.

4. San Francisco Housing Authority (SFHA) 50,000 *

This agency manages San Francisco public housing rehabilitation program.

5. Community Development Programming (OCD) 200,000 *

This office would be responsible for monitoring and programming community block grant funds. This would include the coordination of all City agencies involved and the participation of local community persons and groups.

- F. Unassigned and Contingencies 1,900,000

(First priority for use of this fund will

be further implementation of the following programs: new RAP areas, new rehabilitation program, neighborhood facilities and historical preservation.)

Part Two: The Housing Assistance Plan

The various efforts the City would support to improve the condition of existing housing and to expand the supply of new housing for all income groups are included in this plan.

The major program which would help meet the housing needs of San Francisco lower income households would be the new Housing Assistance Payments program, sometimes referred to as the "Section 8" program; for the foreseeable future it would be the primary, Federal program of financial assistance for housing for lower income households.

Under this program HUD provides financial assistance to owners to make up the difference between fair market rents and the lower income family's ability to pay. "Lower income families" are defined as households whose income is 80% or less of the median income in San Francisco. "Ability to pay," to be established by HUD, is to be not less than 15 percent nor more than 25 percent of total family income, taking into consideration the income of the family, the number of minor children in the household and the extent of medical or other unusual expenses incurred by the family. Owners of residential buildings eligible to receive housing assistance payments include private-for-profit corporations and individuals, non-profit sponsors, and public housing agencies.

The housing assistance payments would be used with three types of housing: existing housing which must undergo substantial rehabilitation, and new construction projects.

While the need for housing assistance funds is substantial, the anticipated level of resources available to meet these needs is limited. Priorities, therefore, are needed to enable the City to effectively program and maximize its limited resources. The Residence Strategy and Programs Report sets forth a basic direction for the allocation of assistance funds and outlined priorities for the use of such funds. The report establishes as the basic housing strategy "A balanced approach, with emphasis on neighborhood maintenance and rehabilitation." The "balance" involves a continued combination of maintenance, rehabilitation, and new construction efforts. With respect to low- and moderate-income housing the report states that "Where subsidy funds are available for this purpose they should go: a) to honor existing commitments...; b) to assist scattered site new

development of subsidized housing in coordination with neighborhood rehabilitation programs, c) to provide a percentage of low-and moderate-income units in major new developments occurring through the private market."

Guidelines for Evaluation and Selection of
Lower-Income Housing Projects

Proposed projects would be evaluated and selected in terms of the following guidelines:

1. Assisted projects should be located so that they will promote economic and racial integration throughout the City.
2. Assisted projects should not add to economic and racial concentration in neighborhoods which already have a high percentage of lower income and minority households.
3. The site of new large-scale projects should be physically separated from existing projects when location in close proximity would result in undesirable impaction.
4. The site should be free from serious adverse environmental conditions, or there should be evidence that any such conditions will be corrected by the time the project is completed. Adequate utilities (water, sewer, gas and electricity) and streets should be available to service the site.
5. The site should be accessible to social, recreational, educational, commercial, and health facilities and services, and other municipal facilities and services, that are at least equivalent to those typically found in neighborhoods consisting of largely unsubsidized, standard housing of similar market rents.
6. With respect to larger projects (more than 25 units), preference will be given to projects sponsored by private sponsors with successful prior experience in meeting the particular social and economic needs of lower income households. Preference will also be given to projects that include facilities and service programs geared toward the special needs of the households to be served by the project.
7. Preference will be given to projects which employ housing assistance payments to support home ownership.
8. With respect to family projects, preference will be given to projects that will provide a significant number of large units (3 or more bedrooms).

9. Projects must conform to the Comprehensive Plan of the City and County of San Francisco and to all applicable codes and ordinances, including the Planning Code.
10. Projects should comply with design guidelines, copies of which are available from the Department of City Planning. See discussion of design guidelines in Mitigation chapter.

Use of the Housing Assistance Payments Program - 1975

Because of the suspension of the various housing and community development programs by HUD for the past several years, there is only a limited number of housing projects ready to be funded. Therefore, the number of units that could actually be utilized in 1975 would be restricted. As the City's rehabilitation programs substantially expand in the years ahead, it is anticipated that the demand for Housing Assistance Payments would increase dramatically.

The proposed allocation and use of Housing Assistance Payments (HAP) in San Francisco in 1975 is as follows:

1. New Construction

a. Phase II Hunters Point Redevelopment

641 units projected to be used in connection with Phase II of the Hunters Point Redevelopment program. These family units will be in two or three separate sites. Construction is anticipated to begin in late Fall of 1975. The developer or developers must comply with the requirements of the Redevelopment Agency regarding income mix, employment and home ownership.

b. Public Housing Replacement Units

Approximately 200 units projected to be used as replacement units in connection with the Public Housing Authority's proposed "selective demolition/modernization" program. These units would be used to replace substandard units eliminated from high-density family projects in the Hunters Point area. The purpose of elimination of these substandard units, temporary housing built during World War II for shipyard workers, is to improve the living environment of the projects and to reduce the over-concentration of subsidized housing. Replacement units would be located on a scattered site basis throughout the City.

c. Scattered-Site "Infill" Units

Approximately 300 units are projected for new, privately sponsored, "infill," subsidized housing projects, of appropriate scale and character, in existing vacant lots and as replacement of buildings that cannot feasibly be rehabilitated. Preference would be given to projects which are located in concentrated rehabilitation areas and in sound areas of the City in which subsidized housing is to be actively encouraged. Approximately one-half of these units would be for families and one-half for the elderly and handicapped.

d. Units in Market Rate Developments

Approximately 250 units are projected for major, "market rate"* developments for the purpose of improving economic integration. In order to be able to encourage developers to incorporate a portion of lower income units in market rate projects, the City needs to be able to indicate at early stages of development that Housing Assistance Payments are available. The proposed Subdivision Ordinance, pending before the Board of Supervisors, contains a provision that in large subdivisions (50 units or more) 10% of the units should be lower income units if subsidy funds for such units are available. A major portion of these units are likely to be directed to families.

*Market rate housing is unsubsidized housing that rents for current typical rates.

e. Conventional Public Housing

Of the 5500 public housing units authorized by public referenda in 1964 and 1968, 1274 have been constructed, leaving the Housing Authority with an authorized remainder of 4226. 200 additional units are proposed to be constructed under the conventional public housing program, beginning in the first program year, if funds are available. These units would be developed in small-scale, scattered site projects. Of the 200 units, the household breakdown is estimated to be 75 elderly and 125 family. If federal funds are not made available for conventional public housing, the 200 units would be constructed under the Section 8* New Construction Program.

*Funded under Section 8 of the Housing and Community Development Act of 1974.

f. Section 236* - Multi-family Assisted Housing Program

The City presently has programmed commitments for new construction of subsidized housing in the Hunters Point, Western Addition and Stockton/Sacramento (Chinatown) Redevelopment Areas, and in the two projects in the Mission Model Neighborhood. These projects would be developed under the old HUD Section 236 program and are awaiting final commitment from HUD or commencement of construction. In Hunters Point, 303 family units would be constructed to complete Phase I of the Redevelopment Plan. In the Western Addition, 301 units (111 elderly, 190 family) are proposed to complete the A-2 redevelopment plan. 172 units (144 elderly, 28 family) are proposed for the Stockton/Sacramento project. The two projects in the Mission Model Neighborhood, Betel and Esperanza, are planned respectively for elderly (39 units) and non-elderly (50 units) households.

*Funded under Section 236 of the Housing and Urban Development Act of 1968.

2. Existing Housing

a. Section 23* Replacement Units

Approximately 600 of the 1150 Section 23 units presently under lease to the Housing Authority have leases due to expire in 1975. As these leases expire, HUD has ruled that they would be converted to Section 8 units.

b. Additional Lease Units

Approximately 350 units would be allocated to expand the supply of existing housing units under lease to the Housing Authority. These units would be used by eligible low-income households on a citywide basis. Priority would be given to eligible households who would otherwise be forced to relocate because of rent increases required to cover the cost of rehabilitation undertaken in connection with a community development funded project.

*Funded under Section 23 of the Housing Act of 1937.

3. Substantial Rehabilitation

a. Units in Designated Rehabilitation Areas

Approximately 500 units are proposed for use in the City's designated rehabilitation areas. These areas include the three outstanding FACE areas, the two new RAP areas, and the Western Addition project area.

b. Scattered Site Rehabilitation

Approximately 250 units would be for use in appropriate small-scale sites throughout the City, outside of sections in which areawide rehabilitation would be undertaken by private profit or non-profit sponsors, and/or use by a public entity or entities which would purchase a structure, rehabilitate it and resell it to a private owner. It is estimated that one-half of these would be for elderly persons in substandard residential hotels or housing that can be rehabilitated into suitable housing for the elderly.

c. Public Housing Modernization

The Public Housing Authority owns 7134 units in 43 projects throughout the City, making it San Francisco's largest landlord. Thirty-eight percent of these units are over 20 years old. Because of rising costs, and limited revenues and federal assistance, many of these units need rehabilitation. Others are in need of modernization to bring them to an acceptable standard of livability.

The Housing and Community Development Act of 1974 continues the program of providing funds to carry out public housing modernization. San Francisco has received \$8.5 million for modernization to date. However, in 1972 it was estimated that \$35 million would be needed to rehabilitate and modernize all existing units.

The sum of \$15 million is needed in 1975 to continue this program.

d. Section 312* - Low-Interest Rehabilitation Loan Program

A total of 2455 units have been programmed for

rehabilitation under the Section 312 program. They would be distributed among FACE areas 5-7 (619 units), Western Addition A-2 Redevelopment Area (1831 units), and Hunters Point Phase I Redevelopment Area (5 units). As many of these units as HUD releases to the City would be undertaken during 1975.

*Funded under Section 312 of the Housing and Urban Development Act of 1965.

The Goals of the Housing Assistance Plan are summarized in Table I.

TABLE I

SUMMARY OF GOALS FOR HOUSING ASSISTANCE PLAN - 1975

	Total Units	Family Units	Elderly/ Handicapped Units
1. HOUSING ASSISTANCE PAYMENTS PROGRAM (SECTION 8)	3091	1891	1200
A. <u>New Construction</u>	<u>1391</u>	<u>1191</u>	<u>200</u>
Phase II-Hunters Point Housing Authority Replacement Units	641	641	
"Infll" projects in reha- bilitation areas and sound areas	300	150	150
Units in large private market developments	250	200	50
B. <u>Existing Housing</u>	<u>950</u>	<u>300</u>	<u>650</u>
Replace existing Section 23 leases	600	50	550
Additional lease units	350	250	100
C. <u>Substantial Rehabilitation</u>	<u>750</u>	<u>400</u>	<u>350</u>
Rehabilitation in con- junction with area-wide rehabilitation programs	500	275	225
Citywide scattered site rehabilitation	250	125	125
2. <u>CONVENTIONAL PUBLIC HOUSING</u>	<u>200</u>	<u>75</u>	<u>125</u>
3. <u>MULTI-FAMILY ASSISTED HOUSING</u> <u>(SECTION 236)</u>	<u>865</u>	<u>571</u>	<u>294</u>
Hunters Point	303	303	
Western Addition A-2	301	190	111
Stockton/Sacramento	172	28	144
Betel	39		39
Esperanza	50	50	
4. <u>REHABILITATION LOANS</u>	<u>2455</u>		
FACE Areas	619		
Western Addition	1831		
Hunters Point	5		
5. <u>PUBLIC HOUSING MODERNIZATION</u>	<u>\$15,000,000</u>		

E. Environmental Review

The proposed projects and the Block Grant application itself are subject to review under both CEQA and NEPA. The procedure under CEQA is compared to the HUD Block Grant procedure (as constituted in the Environmental Review Procedures for Community Development, Federal Register, 7 January 1975) are compared in Table II. The status of each individual project under these laws is indicated in Table II. This Table will be updated in the Final EIR/S.

TABLE II

COMPARISON OF STATE AND FEDERAL
ENVIRONMENTAL REVIEW PROCEDURES

California Environmental
Quality Act of 1970
CEQA

National Environmental Policy
Act of 1969
NEPA: HUD Block Grant Projects

1. Applicant files environmental evaluation form with the Department of City Planning (DCP). Form is available to interested persons, groups or agencies for review.

1. Department of City Planning, on behalf of City as applicant, prepares and maintains environmental review record which is available to interested persons, groups or agencies for review.

2. Project is determined to be exempt from review and Notice of Exemption is issued; exemptions are judged by List of Categorical Exemptions from the California Environmental Quality Act as adopted by the City Planning Commission 25 July 1975.

2. Project is determined to be exempt from review and Notice of Exemption is issued; exemptions are judged according to Section 58.21, Title 24 of the Code of Federal Regulations, 7 January 1974.

3. Project is not found to be exempt; DCP staff review, including consultation with interested persons, groups and agencies; determination if project could or could not have a significant effect on the environment.

3. Project is not found to be exempt. DCP staff review, including consultation with interested persons, groups and agencies; determination if project is an action which may significantly affect the human environment.

4. If project could not have a significant effect on the environment, a Negative Declaration is issued and notice published and distributed to interested persons, groups and agencies. (No EIR)

4. If project is not an action which may significantly affect the quality of the human environment, Notice of Finding of No Significant Effect is published and distributed to interested persons, groups and agencies. (No EIS)

5. 10 calendar day appeal period begins on date of publication of Negative Declaration. Appeals are heard by the City Planning Commission, which makes final decision. If no appeal, environmental review process ends.

5. No formal appeal; 15 working days for public comments; response to comments becomes part of review record; if no staff determination that further review is needed, environmental review process ends.

TABLE II (continued)

 California Environmental
 Quality Act of 1970
 CEQA

6. If project could have significant effect on environment, EIR is required; notice of Requirement of EIR is advertised and distributed to interested persons, groups and agencies.
7. Applicant submits preliminary draft EIR; after revisions, DCP assumes authorship.
8. When draft EIR is complete, notice of availability of draft EIR for public review, and of hearing before CPC at least 30 calendar days after publication of notice, is published and distributed to interested persons, groups and agencies.
9. Comments received during review period and at public hearing, together with DCP responses to comments, are incorporated into EIR.
10. Planning Commission certifies EIR complete and determines whether project would have a significant effect on the environment.
11. Certification of Final EIR does not constitute approval or disapproval of project. Decision on project is made by relevant decision-making body in the light of information contained in Final EIR.

National Environmental Policy
 Act of 1969
 NEPA: HUD Block Grant Projects

6. If project is an action which may significantly affect the quality of the human environment, EIS is required; Notice of Intent to File EIS is advertised and distributed to interested persons, groups and agencies.
7. Draft EIS is prepared by DCP.
8. When Draft EIS is completed, notice of availability of Draft EIS for public review, and of public hearing before CPC, is published locally and distributed to interested persons, groups and agencies, and is published in the Federal Register by the Council on Environmental Quality (CEQ); minimum review period is 45 days.
9. Comments received during review period and at public hearing, together with DCP responses to comments, are incorporated into EIS.
10. Planning Commission makes recommendation to Mayor to certify EIS complete.
11. Mayor certifies Final EIS to be complete. Decision to undertake project is made in the light of information contained in EIS.

TABLE II (continued)

 California Environmental
 Quality Act of 1970
 CEQA

National Environmental Policy
 Act of 1969
 NEPA: HUD Block Grant Projects

12. City funds may be released immediately upon decision to undertake project; if state funds are involved, 50 days review period is required between publication of Draft EIR and certification of Final EIR.

12. Draft EIS must be on file with CEQ for 90 days, Final EIS must be on file with CEQ for 30 days (may run concurrently), before funds may be released.

When a project requires both an EIR and an EIS, a single document may be prepared and the most stringent requirement applies at each step.

TABLE III
ENVIRONMENTAL REVIEW OF INDIVIDUAL PROJECTS

Project	CEQA	NEPA
A.1. Complete FACE program in Alamo Square, Bernal Heights, and Duboce Triangle	Exempt	Notice of Finding of No Significant Effect to be published
2. Continue assistance to Bayview-Hunters Point Housing Assistance Office	Exempt	Exempt
3. Continue assistance to Mission Housing Development Corporation	Exempt	Exempt
4. Provide technical assistance to the Mission District	Exempt	Exempt
5. RAP in Upper Ashbury	Exempt	Notice of Finding of No Significant Effect to be published
6. RAP in Inner Richmond	Exempt	Notice of Finding of No Significant Effect to be published
7. Select preliminary plan for residential rehabilitation renewal project	Exempt	Exempt
8. Develop rehabilitation program involving public acquisition and resale	Exempt	Notice of Finding of No Significant Effect to be published
9. Evaluate various methods for financing rehabilitation loans and establish a system for the provision of such loans	Exempt	Exempt
10. Supplement current efforts to rehabilitate existing Hunters Point public housing	Negative Declaration to be filed	Notice of Finding of No Significant Effect 8 July 1974 (HUD)

TABLE III (continued)

Project	CEQA	NEPA
B.1. Western Addition A-2	Negative Declaration to be filed	Environmental review completed by HUD
2. Hunters Point Redevelopment	Exempt	Environmental review completed by HUD
3. Diamond Heights	Exempt	Exempt
4. Golden Gateway	Exempt (Phases I & II) EIR (Phase III)	Exempt
5. Stockton/Sacramento	EIR	Environmental review completed by HUD
6. Reservation of funds for the acquisition of a housing site	Will be subject to environmental review when potential sites are identified	
C.1. Continue Bayview-Hunters Point Model Neighborhood Services	Exempt	Exempt
2. Continue Mission Model Neighborhood Services	Exempt	Exempt
3. Rehabilitate existing neighborhood centers	Negative Declaration to be filed	Notice of Finding of No Significant Effect to be filed
4. Inventory existing needs for neighborhood centers and reserve funds for new facilities	Proposals for individual facilities will be subject to environmental review	
5. Renovate and improve existing recreation facilities	Exempt	Notice of Finding of No Significant Effect to be filed
6. Carry out neighborhood traffic control and related beautification programs	Some activities exempt; others will be subject to environmental review as specific implementation proposals are made	

TABLE III (continued)

Project	CEQA	NEPA
C.7. Loan and grant program for rehabilitation of structures with special architectural and historical value	Negative Declaration to be filed	Notice of Finding of No Significant Effect to be filed
8. Remove physical barriers which impede the mobility of elderly and handicapped persons	Negative Declaration to be filed	Notice of Finding of No Significant Effect to be filed
9. Voter Registration	Exempt	Exempt
D.1. Yerba Buena Center	EIR	EIS
2. India Basin Industrial Park	Exempt	Exempt
3. Mission Man Power and Job Development Program	Exempt	Exempt
4. Bayview-Hunters Point Operation Clean-up	Exempt	Exempt
E. Administration	Exempt	Exempt
F. Unassigned and Contingencies	Subject to environmental review	

CHAPTER THREE. ENVIRONMENTAL SETTING

A. Geology and Seismicity

San Francisco is founded on sand, the hills being outcrops of bedrock protruding above the dunes. The two principal kinds of bedrock underlying the sand are chert, a by-product of volcanic activity, and sandstone. These comprise the Franciscan formation, layers of rock which extend for hundreds of miles along the California and Oregon coasts. The formation, first discovered in San Francisco, extends to depths of 10,000 to 50,000 feet.

Surface deposits over the Franciscan formation include dune sand, Bay mud and clay, slope debris and river fill, beach deposits, alluvium deposited by rivers, landslide deposits, and artificial fill. Although the surface deposits are nowhere near the immensity of the Franciscan formation, they cover a majority of the land area. There are large deposits of sand in the Sunset, Lake Merced, Lobos Creek, and Downtown areas, while a portion of the east side of the City is fill over Bay mud. In general, the surface materials are easily excavated, but may present other problems, such as settling.

San Francisco is in a seismically active area bounded by two major active faults: the San Andreas to the west and the Hayward to the east. The most recent tremor causing significant damage in San Francisco occurred along the San Andreas fault in 1957. No active faults are known to exist within San Francisco. Ancient, inactive faults (that is, those faults which have had no movement in the last 10,000 years) have been identified: none of them is considered by geologists* to be capable of producing as large an earthquake as has occurred on the San Andreas fault, and none is expected to move in any foreseeable future earthquake.

In a future major earthquake, it is expected that the upper portions of the hills, that consist of bedrock with little or no soil cover, will undergo a lesser degree of shaking than the rest of the City. The zones between the outcropping portions of the hills and the man-made fill or deep soil areas will generally undergo intermediate levels of shaking.

All areas where man-made fill rests upon soft Bay mud may be considered to possess a liquefaction** potential. Liquefaction often causes landslides and building settlement, but only during the actual shaking. Areas underlain by dune sand, where the water table is relatively close to the ground surface, also have liquefaction potential. The

subsidence hazard area is predominantly restricted to districts of "made" land reclaimed by filling shallow water and marsh areas. In general, this comprises those low-lying filled areas in the eastern portion of the City in which the fill either is known to have subsided in the past or may subside because of underlying compressible Bay muds.

*San Francisco Seismic Safety Investigation,
John A. Blume and Associates, San Francisco, 1974.

**Liquefaction is earthquake-induced transformation of a stable granular material, such as soil, into a fluidlike state, similar to quicksand.

B. Topography

The City is located on a collection of hills comprising part of the coastal range, and is surrounded on three sides by salt water. The streets slope toward the water on the west and north and toward a flat coastal strip along the east side of the business district. San Francisco's major summits are in effect islands in a sea of sand. The sand was blown by the sea wind, which forced it around rocky obstacles and up the seaward side of the higher hills. The highest sand dune is located at an elevation of over 600 feet, on the north-south ridge known as Golden Gate Heights. This dune covers bedrock of Franciscan chert.

The northwestern shoreline of the City is distinguished by steep headlands rising to 300 feet. The cliffs were created by the Ocean which gouged out the soil, sand and rocks. In contrast, most of the northeastern shoreline is man-made, the original Bay mud having been reclaimed with about 3,700 acres of fill.

C. Climate and Air Quality

San Francisco is a city with cool summers and mild winters. The climate results from its location on both the Pacific Ocean and the southern shore of the Golden Gate. Sea fogs, and the low cloudiness associated with them, as well as the climatic differences that exist within the City, depending on the hills and the geographical relationship to Ocean and Bay, are characteristic of San Francisco.

The San Francisco Bay Area and associated valleys constitute a coastal climatic zone which is broken into subparts as a result of wind climatology. Low hills, the influence of the large water areas, and a large influx of maritime air determine the wind patterns in the area.

Northwest winds occur 12 percent to 39 percent of the time in San Francisco. Northwesterly and westerly winds are the most frequent and strongest winds at all seasons. Wind frequencies and speeds are lower in spring, fall and winter. West winds occur between 15 percent and 40 percent of the time, depending on the season, strength and frequency being greatest in summer. South winds are infrequent except during winter storms, when moderate to strong wind is often combined with rain.

The Bay area has one of the more serious air quality problems in the nation. These problems are principally those of oxidants and carbon monoxide and are caused predominantly by vehicular emissions. San Francisco, however, has relatively pure air, since prevailing winds carry the City's emissions to other parts of the Bay area.

D. Housing Characteristics

The distribution of housing in San Francisco is indicated in Exhibit VI. In recent years there has been extensive study of San Francisco's community development needs.* Nearly one-third (31%) of the City's households are lower income, living in inadequate conditions, and 74% of these are in the very low income** category. Elderly households are more disadvantaged, with 34% of the total elderly households being lower income and living in inadequate conditions.

Sixty percent of San Francisco's housing stock was built prior to 1930, and of this percentage, the majority was built between 1900 and 1920. Some of these buildings, particularly in the older central districts, fall into the category of "Pre-Code, Type C buildings" which can generally be defined as those buildings constructed prior to 1948 seismic building code provisions that have masonry or concrete exterior bearing walls with wood floor and wood roof construction. Such buildings are of particular interest because they have had a poor record of performance in past earthquakes.

Nearly two-thirds of the City's total housing units are rental. The number of owner-occupants of residential buildings decreased by 5300, or 5%, between 1960 and 1970. Most of the housing is structurally sound, with the most serious and costly problems stemming from obsolete or inadequate plumbing, electrical and heating systems and fixtures.

Based on the 1970 Census, there were 28,451 substandard housing units***, representing 9.3% of the total 305,832 occupied and vacant units in the City. This percentage was higher than for the San Francisco-Oakland Metropolitan Statistical Area (5.2%) of which San Francisco is a part. About

28% (8,013 units) of all the substandard units in San Francisco were dilapidated,**** with 8% (2,351 units) of the substandard units both dilapidated and lacking some or all plumbing facilities.*****

San Francisco also has a substantial number of public housing units which provide homes for many low-income families. Of the total 7,134 public housing units in San Francisco, approximately 50%, or 3,500, have fallen into disrepair and are now in need of major rehabilitation.

The City's vacancy rate is an indicator of housing demand. The 1973 Vacancy Survey found the City rate to be 2.6%. Experts agree that a vacancy rate of 4-6% is the most desirable level. The 1973 vacancy rate is nearly identical to the one found in 1969 and is indicative of a continuing tight housing market. The low- to moderate-income rental family units have an even lower vacancy rate, less than one percent. Alleviation of this problem is difficult in San Francisco, which is largely built up and where there are few vacant lots.

*Among the Department of City Planning documents on housing are: San Francisco Summary and Analysis, 1970; South Bayshore 1970 Census: Population and Housing Summary and Analysis 1972; and Mission 1970 Census: Population and Housing - Supplement Summary and Analysis, 1972.

**The 1974 median family income for San Francisco has been established by HUD at \$15,536. A lower-income household is a household whose income does not exceed 80% of this, or \$12,450. Households with incomes not exceeding 50%, or \$7,750, of the median family income are classified as very low income households.

***Federal and local housing agencies have commonly used Census data on structural condition of housing units in conjunction with data on the adequacy of plumbing facilities for housing units as a measure of "substandardness," defining substandard housing units as those units that are (1) lacking some or all plumbing facilities, and/or (2) are dilapidated.

****Dilapidated housing does not provide safe and adequate shelter and in its present condition, endangers the health, safety, or well-being of the occupants. Such housing has one or more critical defects, or has a combination of intermediate defects in sufficient number or extent to require considerable repair or rebuilding, or is of inadequate original construction.

*****Housing units which lack one or more plumbing facilities, i.e., which lack piped hot and/or cold water, lack toilet or bathtub or have toilet or bathing facilities shared with occupants of another unit.



EXHIBIT VI

LAND USED FOR RESIDENCE

SOURCE 1970 LAND USE DATA

PREPARED BY THE SAN FRANCISCO DEPARTMENT OF CITY PLANNING

E. Transportation

San Francisco's trafficways system consists primarily of a surface street network, some parts of which are taxed to accommodate the needs of the City's resident population of approximately 700,000 persons and the more than 300,000 commuters and visitors who enter the City daily. Most arterials radiate from the downtown area to other parts of the City.

Mass transit is provided by the San Francisco Municipal Railway (Muni) on a basic system of 62 routes. The fleet of streetcars, cablecars, trolley buses and motor coaches carries over 475,000 passengers on a typical weekday. The relatively dense transit coverage provided by the Muni is a result of the physical compactness and the high population density of the City. The routes are strongly oriented toward the downtown area, with 82.5% of the total mileage operated, and 87.6% of the aggregate passenger revenue, accounted for by the 34 routes which enter the downtown area.

The Planning Commission of the City of San Francisco has adopted a Transit Preferential Street Program designed to assign priority to public transportation on many of the major arterials serving as connecting links between residential neighborhoods and downtown.

F. Animals and Plants

No endangered species of animals are found in San Francisco.* Remnants of the native, small animal community exist on scattered park and vacant lot sites, together with those elements of the soil microfauna which could adapt to the urban environment.

Rare and endangered plants found in San Francisco include: Tenacetum camphoratum, the Dune Tansy; Helianthella castanea, Arctostaphylos franciscanum, the San Francisco manzanita, found in the Presidio; Fritillaria liliacea; Fritillaria; Hesperolinon congestum, Flax; Clarkia franciscana, Farewell to Spring, found in the Presidio; and Sanicula maritima, Snake Root.** The approximate distribution of rare and endangered plant species in San Francisco is indicated in Exhibit VII.

As a result of its built-up nature, most of San Francisco's vegetation consists of cultivated varieties rather than native plant species.

*At the Crossroads 1974: A report on California's Endangered and Rare Fish and Wildlife, California Resources Agency, January 1974.

**Inventory of Rare, Endangered, and Possibly Extinct Vascular Plants, California Native Plant Society, 19 January 1973.



EXHIBIT VII

ENDANGERED PLANT LOCATIONS
IN SAN FRANCISCO

CHAPTER FOUR. ENVIRONMENTAL IMPACTS

A. Displacement of Households

There are two basic types of displacement that may occur as a result of the Community Development Program. The first is displacement due to the acquisition of private property by government action. The other type of displacement occurs as a result of rent increases originating from rehabilitation programs conducted in designated areas of the City. In some cases, rehabilitation may be of such a nature as to cause temporary displacement while construction is taking place.

It is estimated that approximately 650 households would be displaced due to actions resulting from the proposed projects during 1975. About 26 percent of the displacement would be caused by substantial rehabilitation or rent increases in three uncompleted FACE areas (Alamo Square, Duboce Triangle, and Bernal Heights) and in two RAP areas (Upper Ashbury and Inner Richmond). Another 74 percent would be caused by activities in Model Cities and redevelopment areas.

TABLE IV

ESTIMATES OF HOUSEHOLDS TO BE DISPLACED - 1975

SOURCES OF DISPLACEMENT	NUMBER OF HOUSEHOLDS					
	TOTAL HOUSEHOLDS			BLACK HOUSEHOLDS		
	Total	Large Families ¹	Other	Total	Large Families	Other
<u>A. REDEVELOPMENT/MODEL CITIES</u>						
Total	486 ²	46	440	210	43	167
Elderly	36	0	36	10	0	10
Non-Elderly	450	46	404	200	43	157
	<u>LATIN HOUSEHOLDS</u>			<u>ASIAN HOUSEHOLDS</u>		
Total	3	1	2	75	1	74
Elderly	0	0	0	5	0	5
Non-Elderly	3	1	2	70	1	69
<u>B. FACE/RAP</u>						
	<u>FACE</u>			<u>RAP</u>		
	<u>TOTAL</u>	<u>(Areas #5,6,7)</u>		<u>(Upper Ashbury & Inner Richmond)</u>		
Total	170	144 ³		26		
Families	93	86		7		
Individuals	77	58		19		

¹ Large families were defined as having five or more members.

² Only 6 of the 486 relocation cases are under the Model Cities Program.

³ 144 represents the total of the remaining relocation cases in the three FACE areas.

Sources: San Francisco Redevelopment Agency, Model Cities Agency, and FACE Office, Bureau of Building Inspection.

Community development funds would be expected to maintain and improve the quality and diversity of San Francisco's residential communities by (1) rehabilitating deteriorated structures when possible, instead of demolishing them and reconstructing new ones; (2) scattering small site developments throughout the City, instead of large redevelopment projects; and (3) adding special amenities to neighborhoods, such as street tree planting and neighborhood centers.

B. Socio-Economic Impacts

By providing special amenities to neighborhoods, in conjunction with extensive rehabilitation projects, the Community Development Program would be expected to arrest deterioration in high-need neighborhoods and to impede deterioration in more affluent ones. The greatest impact of the Community Development funds would result from the emphasis on low and moderate income neighborhoods. It is in these areas that much of the rehabilitation is needed, together with special neighborhood projects to improve the living environment of low and moderate income persons.

Improvement in neighborhood amenities may affect the patterns of location of higher income singles and families. Location decisions of lower income persons and families will be influenced by the availability of housing assistance. Continuation of existing large redevelopment projects, such as the Yerba Buena Center, will influence location decisions. Some changes in population distribution within the City may be expected as a result of the various proposed projects.

A persistently tight housing market, combined with inflation of construction and land costs, have resulted in a diminishing supply of low and moderate income housing, particularly for families. In addition, much of the subsidized housing which has been built in recent years has reinforced existing economically segregated housing patterns; and housing choice has not been significantly expanded for some income groups. With efforts to seek scattered sites for the construction of low and moderate income housing, greater racial and economic integration of San Francisco's population can be attained.

Rehabilitation and new construction under the proposed programs will provide needed jobs for the construction industry. San Francisco unemployment in this sector is presently at 8.7%.*

*December 1974. Telephone conversation with California State Economic Development Department, Employment Data and Research Section.

C. Temporary Construction Impacts

Construction associated impacts include those impacts affecting air, noise, and aesthetics.

Air quality would be affected locally by construction activities, since air pollutants such as dust, smoke, and exhaust fumes (carbon monoxide, etc.) are generated by earth-moving operations and engine exhausts. The generation of dust, coupled with the occurrence of breezes in construction areas, could have an adverse effect on nearby residences.

Construction associated with rehabilitation does not involve noisy, heavy construction equipment, such as piledrivers, jack hammers or tractors. Electric saws can be expected to produce 72 to 81 dB(A)*, which is comparable to the noise of a bus or a power lawn mower at 50 feet outdoors. Building walls of any type will produce some noise attenuation. New construction will produce more noise than rehabilitation. All construction will be subject to the City Noise Ordinance and Comprehensive Plan considerations, as discussed in Chapter VI.

There are special areas of the City where, no matter how minimal, construction activities could lessen San Francisco aesthetic appeal to visitors and residents alike. However, those areas are not expected to be involved in construction related to this grant application.

*See discussion of noise units in Chapter VI.

D. Water

Due to the lack of adequate plumbing in many of the units slated to be rehabilitated, the present households may well use less than the San Francisco average of approximately 140 gallons of water per capita per day. Installation of adequate plumbing would bring these households closer to this average; however, lack of means to acquire washing machines and dishwashers would probably still leave them below the citywide average.

Assuming one person in each of the 200 proposed units for elderly persons, and three persons in the 1191 family units*, and using the same 140-gallon per capita figure, the proposed units of new construction should result in an increased consumption of water of 200,000 gallons per day, or 0.2 million gallons per day (mgd). This is less than 0.1% of the 225 mgd delivered by the San Francisco Water Department on an average day.

*The same population assumptions are used in subsequent calculations in this chapter.

E. Sewage

The people, businesses and industries in the City generate more than 100 mgd of wastewater each day. During dry periods, all wastewater is collected and treated at three separate treatment facilities: Richmond-Sunset in the western side of the City, North Point in the northeast, and the Southeast plant. During most rainy periods the 121 mgd combined design capacity of these three plants is exceeded, resulting in untreated wastewater being discharged at 41 overflow structures located around the periphery of the City. During rainstorms the treatment plants remove about 60% of pollutants, leaving large quantities of bacteria, grease, and untreated human wastes to be discharged along the shoreline, as the result of the average 82 overflows per year. This problem must be alleviated in order to meet requirements of the Regional Water Quality Control Board and of the Clean Water Act (Public Law 92-500).

The projects in this proposal are not expected to draw a significant number of new residents to the City, but rather to supply new or improved housing for existing residents; therefore, the increase in sewage production will be only that associated with the availability of more adequate plumbing facilities. Assuming the extreme case of all new San Francisco residents in the new housing, and assuming approximate equivalence of daily domestic water consumption and sewage production, 0.2 mgd of additional sewage would be produced. This represents 0.2% of the current average City dry weather flow of 100 mgd. No major sewage line changes are anticipated as a result of the proposed projects.*

*Conversation with Herman Alcalde, San Francisco
Department of Public Works, January 1975.

F. Energy Impacts

Assistance in the construction of approximately 1200 family units and 200 smaller units designed for elderly persons is proposed in the grant application, for a total of approximately 1400 units. Using data on typical energy consumption patterns* it is possible to arrive at an estimate of the energy requirements of the proposed housing.

In determining the electrical requirements, the following assumptions have been made:

- (1) a one-bedroom, high-rise apartment with electric cooking would consume 200 kilowatt hours per month (kwh/mo.) of electricity;

- (2) a three-bedroom apartment with gas cooking would consume 200 kwh/mo.;
- (3) a three-bedroom apartment with electrical cooking would consume 335 kwh/mo.;
- (4) an apartment would consume 85 kwh/mo. in building operation for elevators, etc.

On the basis of these assumptions, the 1250 units would consume 400,000 to 560,000 kwh/mo. of electricity. Peak residential electrical demand is expected to occur in the 5 and 10 P.M. period year-round, and minimum demand in the early hours of the morning year-round.

In determining the natural gas requirements of the project year-round, the following assumptions have been made:

- (1) a one-bedroom, high-rise apartment would consume 75×10^5 BTU*/mo. of natural gas for domestic hot water and heating;
- (2) a three-bedroom apartment would consume 100×10^5 BTU/mo.

On the basis of these assumptions, the 1400 units would consume approximately 140×10^8 BTU/mo. of natural gas.

The residential estimate of 285 to 310 kwh/mo/apartment is of the same order of magnitude as the average San Francisco residential electrical consumption, which was 275 kwh/mo. in 1972**. The residential estimate of an average of 80×10^5 BTU/mo. of natural gas is a little lower than the 1972 San Francisco average of 100×10^5 BTU/mo.***, because the latter figure includes single-family residences which take more BTU/square foot to heat than do apartments. Space heating is the largest single component of residential natural gas consumption, so that peak consumption occurs in cold weather. The coldest time of year in San Francisco is December through February.

If new building standards designed to effect energy conservation, now under consideration***, come into being before the projects are constructed, these estimates should be lowered accordingly.

Energy will also be consumed in the construction phase of the proposed projects.

*BTU: Abbreviation for British Thermal Unit. The quantity of heat required to raise one pound of water one degree Fahrenheit.

**Pacific Gas and Electric Company File #904,
Residential Use Per Customer, Electric and Gas.

***Recommendations under development by the
National Bureau of Standards and the
American Society of Heating, Refrigeration
and Air Conditioning Engineers (ASHRAE).

G. Solid Waste

The increased generation of solid wastes would result from the additional residences, and the demolition, construction and rehabilitation activities. The proposed projects are not expected to create immigration into the City; as a result, there should not be a change in the quantity of solid waste.

For purposes of estimating maximum possible solid waste production, assuming 2.5 pounds of solid waste per person, per day*, the increase in solid waste production would be 9400 pounds daily, or approximately 0.2% of the 2500 tons produced daily by the City as a whole.

Solid waste production resulting from demolition, construction and rehabilitation cannot be estimated in the absence of specific information on sites, buildings and designs.

All solid wastes generated will be disposed of at the landfill site in Mountain View, Santa Clara County. The capacity of this site is expected to be exhausted in the next five years, no alternative site has yet been identified.

*Solid Waste Generation Factors in California,
Technical Information Series, Bulletin No. 2,
California Solid Waste Management Board,
8 July 1974.

H. Open Space Considerations

Proposed park improvements would implement the policy of the Recreation and Open Space Element of the Comprehensive Plan which states that "All public open space and recreation facilities should be adequately maintained and staffed so that they can meet standards which ensure maximum use."

Rehabilitation efforts would not change available open space, except where rooms are added to homes in such a fashion as to encroach on existing setbacks or back yards. Any new construction on sites which have not been previously built upon would decrease available open space. The paucity of buildable but unbuilt lots in San Francisco suggests that most new construction would be preceded by demolition of existing buildings.

New construction would be designed in conformity with the Recreation and Open Space Element policy to "Require usable outdoor open space in new residential development," and would be governed by the following design guidelines:

- (1) All family units should have a minimum of 200 square feet of private usable open space in balconies, terraces, or on-grade patios.
- (2) Open space should be provided for passive/active recreation, designed to serve the age groups of users, and, where appropriate, be visually contiguous to permit observation or supervision.
- (3) Large visible roof areas should be landscaped or architecturally treated, and, where appropriate, utilized for usable open space.

Implementation of these guidelines would be expected to increase the available private open space.

I. Transportation Impacts

Insofar as the proposed projects result in changes in population distribution within San Francisco, areas which increase in population density would experience increases in automobile traffic, parking demand and utilization of public transit services, while areas which decrease in population density would experience corresponding decreases. The larger the project the greater the local traffic and parking impact.

Protected Residential Area programs to divert traffic from residential areas decrease traffic noise, pollution and hazard impacts in the affected neighborhoods but cause increased impacts of similar magnitude in the areas to which traffic has been diverted. When such programs involve narrowing of streets or the placement of traffic barriers, they impede access of emergency equipment.

Street closures involved in on-going major redevelopment projects will affect vehicular circulation patterns.

J. Seismic Impacts

Any development resulting in increased population densities in these areas as mapped in the Blume Report where liquefaction, subsidence, landslide, etc., hazards exist, would subject an increased number of persons to such hazards.

K. Plants and Animals

The urban nature of San Francisco is the dominant ecological factor governing the occurrence of animal and plant associations, except in rare islands of native vegetation. Reuse or further development of sites that have already been built upon would not affect the biotic balance in the City. Measures to protect native endangered plant species are discussed in Chapter VI.

CHAPTER V. UNAVOIDABLE ADVERSE IMPACTS

New housing cannot be built in a highly developed urban area without displacement of people living in the present buildings. Improvement of substandard housing and creation of new housing alters life-style and results in increased demands upon utilities. If these are considered to be desirable changes in the human environment, then the adverse impacts of relocation and increased demands upon public and private utilities are unavoidable. Mitigation of these impacts is discussed in the next chapter.

CHAPTER SIX. MITIGATION

A. Mitigation of Displacement Impacts

For relocation that results from displacement due to federally funded programs, the policy and amount of benefits provided for relocation is determined by federal requirements under the Uniform Relocation Act of 1970. The passage of the Housing and Community Development Act of 1974, and proposed new guidelines under the Uniform Relocation Act, are creating changes in federal relocation policies. In general, the changes tend to limit the grounds for eligibility and the extent of benefits that local governments are required to provide in federally funded projects.

There are two basic kinds of displacement that occur in the Community Development Program. The first is displacement due to the acquisition of private property by a public agency using Community Development block grant funds, such as land acquisition in urban renewal projects. In this type of displacement, relocation benefits are mandated by the Housing and Community Development Act, and the criteria and requirements of the Uniform Relocation Assistance Act apply. Payments would be provided for moving expenses, assistance to homeowners in buying a replacement dwelling, assistance to tenants to help purchase or rent a replacement dwelling, and assistance to displaced businesses. See Appendix II for further information on eligibility and benefits. Displacees would be given preference in occupancy of new housing.

The other type of displacement occurs as a result of owners rehabilitating their property as a direct result of a project financed with Community Development block grant funds. In such cases no public acquisition is involved. An example of this kind of activity is concentrated code enforcement. The new federal requirements under the Housing and Community Development Act do not include relocation benefits for this type of displacement, but leave it a matter of local policy. It is the City's policy to provide equitable treatment to all families and individuals. Assistance would be based on an assessment of actual need, defined as having to pay more than 25 percent of income for housing as a result of displacement, and having income at or below 80 percent of the San Francisco median income, as defined by HUD.

It is the City's policy to provide to the fullest extent feasible temporary relocation resources within a project area where the existing residents express a desire to remain within the area. Such temporary relocation housing will permit displacees to continue to reside within the project area while permanent new or rehabilitated housing is being provided for

such persons. Under local policy, payments would be provided for replacement housing, moving costs, relocation services and counseling and incidental dislocation expenses.

B. Visual Mitigation Measures

Design Guidelines, prepared by the Department of City Planning, would mitigate the visual impact of projects funded by this proposal. These Guidelines include the following provisions:

1. Overall location and form of buildings should relate in scale and configuration to the site and the surrounding area in a complementary fashion. On hillside sites, step-down building forms may be required to properly relate to the site. In projects exceeding the prevailing height or size of nearby development, special efforts should be made to relate the scale of the new project to the existing environment.
2. Family housing units should be close to grade, unless there is no practical alternative (maximum 4 stories), with visibility of play areas.
3. Elderly housing units may be in high-rise towers.
4. Where corner sites are developed, generally, definition of the corner should be maintained through the use of major building elements at the corner.
5. Large blank walls should not occur at the pedestrian level.
6. Street facades should be designed in a manner to complement the adjacent street facades and to enhance the positive characteristics of those streets' frontages. Facades should incorporate a scale and use of materials that will increase the level of pedestrian interest and use of the street.
7. Buildings should relate to the abutting streets through the provision of major pedestrian entrances from them, and to individual units where appropriate.
8. When commercial or community facilities are provided, they should be at ground level; commercial facilities, and community facilities, where appropriate, should be available to other than residents of the project.
9. In projects with two or more high-rise towers, there

should be significant horizontal separation and variation in height of the tower forms and special efforts should be made to assure the privacy of residents in adjacent towers.

10. Varying building setbacks and roofs and bay windows should be used in the design of units in order to achieve a scale and character typical of San Francisco.
11. Larger projects should incorporate several building materials, colors, and building forms with the objectives of blending with existing development and avoidance of creation of a monumental "strong, unified" architectural statement.
12. Colors of materials, especially of highly visible structures, should be generally light in tone.
13. Open space should be provided for passive/active recreation, designed to serve the age groups of users, and, where appropriate, be visually contiguous to permit observation or supervision.
14. Major existing landscaping on a site should be retained wherever feasible.
15. Large visible roof areas should be landscaped or architecturally treated, and, where appropriate, utilized for usable open space.
16. The site should be landscaped, including street trees, according to a plan approved by the Department of City Planning.
17. All temporary and permanent signs should be approved by the Department of City Planning.

C. Mitigation of Sewage Production Impacts

The present wet weather sewage overflow problem will be alleviated by implementation of the Wastewater Master Plan.* Full implementation of this program will take approximately 20 years. Construction of Implementation Program I under this Plan, the North Point Transport Project, is slated to begin in 1975. Land acquisition for Implementation Program II, Expansion of the Southeast Sewage Treatment Plan, should be completed in 1977, and this construction will begin in 1977 if acquisition is completed on schedule. Design and timing of elements of the Master Plan will not be influenced by the proposed grant program.

*For further information see the EIR/S for the San Francisco Wastewater Master Plan, San Francisco Department of City Planning, May 1974.

D. Mitigation of Impacts on Archeological and Historical Sites

The City of San Francisco contains sites listed on the National Register of Historic Places as well as State and locally designated Landmarks. No sites are known where pre-Hispanic Era (pre-1542) findings are expected.*

All new construction will be covered by the requirement that should anything of potential archeological or historical import be found on the site, the contractor will be bound legally by its contract to stop construction to permit professional evaluation of the find.

In the proposed rehabilitation programs preference will be given to rehabilitation projects for buildings of notable design or value to the community, such as buildings listed in Here Today,** where rehabilitation will maintain the existing character of the building(s). On sites where existing buildings of notable design or value to the community exist, every effort would be made to retain these structures in the design of the project as housing, commercial or community uses.

All Demolition Permits and remodeling are normally checked by Department of City Planning staff assigned to the Landmarks Preservation Advisory Board. Cases of potential historical interest are referred to the Office of Environmental Review, as they are subject to Environmental Evaluation under Chapter 31 of the San Francisco Administrative Code. Should any property or site proposed for development under a specific program proposed to be funded by this grant be on the National Register, or eligible for inclusion in the National Register,*** the Criteria of Effect**** will be applied in consultation with the State Historic Preservation Officer and the Landmarks Preservation Advisory Board.

*The California History Plan, Vol. 2 - Inventory of Historic Features, California Department of Parks and Recreation, August 1973.

**Here Today: San Francisco's Architectural Heritage, prepared by the Junior League of San Francisco, Chronical Books, San Francisco, 1968.

***Eligibility would be established according to the criteria set forth in Section 800.10 of the Procedures for the Protection of Historic and Cultural Properties, pursuant to the National Historic Preservation Act of 1966

****Section 800.8, and other related sections of the above Procedures.

E. Mitigation of Energy Consumption

Emphasis on rehabilitation wherever possible, rather than new construction, will reduce the construction-related energy consumption. As a result of the greater availability of adequate housing sites all over the City, the rehabilitation policy may also increase the number of persons living in reasonable proximity to their places of work, and hence decrease energy consumption in transportation. Creation of community service centers will similarly reduce the distance traveled from home to sites of necessary services. Improvements in building insulation for buildings otherwise eligible, which reduce energy requirements for heating and cooling, will be eligible for RAP assistance.

F. Noise Mitigation

Construction-generated noise will be limited by the San Francisco Noise Ordinance. This ordinance also regulates permissible noise generation by waste disposal services, motor vehicles off the public streets, stationary machinery or equipment, powered model vehicles, and noise from adjacent units of multiple-family residential buildings.

California noise insulation standards, which were incorporated into Title 25, Chapter I, of the California Administrative Code, 22 August 1974, apply to new apartment houses and dwellings other than detached, one-family dwellings. These standards provide that exterior noise shall not result in interior noise levels that exceed an annual Community Noise Equivalent Level (CNEL*) of 45 decibels* with all doors and windows closed. The specification of the annual CNEL is an attempt to account for seasonal variations in outdoor conditions that would significantly affect noise levels. CNEL values are usually substantially the same as Ldn* values. Whenever a structure is proposed to be within an exterior annual CNEL zone of 60 decibels, as established by the Noise Transportation Element of the San Francisco Comprehensive Plan, an acoustical analysis report must be submitted showing how the 45 CNEL interior noise standard will be achieved.

Through its project review function, the Department of City Planning can suggest design changes in proposed developments to achieve noise objectives. Thoughtful placement of structures on building sites so as to minimize noise impact may include such measures as deep setbacks, orienting the narrow dimension toward the noise, taking advantage of the shielding effect of other buildings, and erecting earth or masonry barriers on the site. Room layouts that place those functions least disrupted by noise closest to the noise may be just as effective as an insulated wall or a wall with no openings.

HUD Circular 1390.2 (4 August 1971, as amended 1 September 1971) provides for the noise standards indicated in Table V.

It is not possible to interconvert the City and the HUD standards to establish a comparison. Because of the diversity of noise standards adopted by various state and federal agencies, San Francisco is establishing instrumental-computer capability to make on-site noise measurements convertible into any measure of ambient noise for the purpose of establishing compliance with all relevant standards.**

TABLE V
EXTERNAL NOISE EXPOSURE STANDARDS
FOR NEW CONSTRUCTION SITES

GENERAL EXTERNAL EXPOSURES in dB(A)
UNACCEPTABLE
Exceeds 80 dB(A) 60 minutes per 24 hours
Exceeds 75 dB(A) 8 hours per 24 hours
(Exceptions are strongly discouraged and require an environmental impact statement.)
DISCRETIONARY -- NORMALLY UNACCEPTABLE
Exceeds 65 dB(A) 8 hours per 24 hours
Loud repetitive sounds on site
(Approvals require noise attenuation measures.)
DISCRETIONARY -- NORMALLY ACCEPTABLE
Does not exceed 65 dB(A) more than 8 hours per 24 hours
ACCEPTABLE
Does not exceed 45 dB(A) more than 30 minutes per 24 hours

*Definition of noise terms:

- Decibel: A physical, logarithmic unit of loudness.
(dB) Sound waves traveling outward from the source exert a force known as the sound pressure level (commonly called sound level), measured in decibels.
- dB (A): Decibel corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels.
- Ldn: A noise measurement based on human reaction to the cumulative exposure to noise over a 24-hour period and taking into account the greater annoyance value of nighttime noises.
- CNEL: Community Noise Equivalent Level; similar to Ldn, but takes into account seasonal variations in outdoor conditions that would significantly affect noise levels.

**Conversation with Cormac J. Brady, Department of Public Works, 18 January 1975.

G. Seismic Considerations

Proximity to the San Andreas fault, and a history of major earthquakes have made San Francisco earthquake conscious. All construction and remodeling is subject to the policies of the Community Safety Element of the Comprehensive Plan, as adopted by the City Planning Commission 12 September 1974. New construction is subject to the following policy:

"Require geologic or soil engineering site investigations, and compensating structural design based on findings, for all new structures in special geologic study areas.

The Special Geologic Study Areas include all areas of San Francisco in which one or more potential geologic hazards exist. Potential land movement hazards, potential inundation hazards, or both, may be present for any site within these areas. Special site investigations should be required in these potential hazard areas to determine the actual hazard, if any, for all proposed new development. Based upon the finding of the site investigation and determination of type and degree of hazard present, appropriate engineering design should be required to ameliorate

the hazard. If proper engineering design is not technically or economically feasible, development of the site should not be permitted.

Increased concentrations of people in areas of potential geologic hazards increase the possibility of injury or loss of life. Special evaluations must be made to determine the appropriateness for expansion of existing uses in the Special Geologic Study Areas. Only if determination is made that adequate safety, consistent with the levels of acceptable risk, can be assured should expansion be allowed."

This policy is largely implemented by the Department of City Planning in the course of environmental review under CEQA.

Remodeling activities, including those under RAP programs, are subject to the following mitigating policies of the Community Safety Element:

1. "Initiate orderly abatement of hazards from existing buildings and structures. Existing hazardous buildings and structures represent a threat to the lives and safety of the community that should not be continued. Actions should be taken to identify these structures, and abatement of the hazards should commence at the earliest possible time. Priority for identification and abatement of hazards should be given to (1) areas with high concentrations of potentially hazardous Pre-Code, Type C buildings; (2) areas with high population densities; and (3) those structures for which there is a critical community need."
2. "Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco. The qualities that make San Francisco a special and unique city are many. One of those very important qualities is the style and design characteristics of the City's older buildings. Some of these date from the 1800's but most were built in the early 1900's. These buildings and structures, by present standards and knowledge of structural design, may present hazards to those who occupy them. It is important to eliminate life safety hazards that may be present in these older buildings, and it is equally important to retain those features of the design that significantly contribute to the special character of San Francisco."

3. "Preserve the architectural design character of buildings and structures subject to requirements for abatement of hazards to life safety. The abatement of hazards to life safety will affect, primarily, the older structures in the City. Often the hazards presented by the structures are from those architectural design elements -- parapets, cornices, and other ornamentation -- that give each their own special character. In cases where remedial work is required to abate hazards from structures important to the character of San Francisco, every effort should be made by the owner and the City to assure the preservation of the architectural design of the structure. This should be accomplished through reinforcing, replacing or redesigning in similar architectural style, those building elements which present a life safety hazard."

These policies are implemented by the Department of City Planning through the Office of Environmental Review.

H. Transportation Considerations

The Design Guidelines for the proposed programs call for individual project locations which do not have adverse effects on traffic conditions. Projects will be subject to the policies of the Transportation Element of the Comprehensive Plan, as adopted by the City Planning Commission 27 April 1972.

A policy of this Element is: "Divert through automobile and truck traffic from residential neighborhoods onto major and secondary thoroughfares, and limit major thoroughfares to nonresidential streets wherever possible."

In implementation of this policy, the element states that: "to the greatest extent possible land use bordering major thoroughfares should not be primarily residential." Use of mass transportation would be encouraged by adherence to the policy of use of transportation improvements "as catalysts for desirable development."

Park improvements would be bound by the policy to: "Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreation areas."

Design Guidelines for the proposed programs include the following provisions to mitigate creation of traffic or parking problems:

1. Open parking should be avoided.

2. Parking, open or in structures, should be visually screened from the street.
3. The street frontage of parking structures at ground level should not exceed 50% of the total street frontage(s) and all garages provided with doors.
4. Parking for family units should be individually accessible where possible.
5. Curb cuts for parking entrances should be minimized, and should not exceed 30% of the street frontage(s).
6. The need for visitor parking should be recognized in the layout of parking areas, including adjacent on-street areas.

I. Wind and Shadow Considerations

Location of building elements should not have an adverse effect upon shadow patterns or local wind conditions, according to the Design Guidelines. Should any new high-rise buildings be proposed as part of this program, they would normally be subject to a requirement for an EIR. A wind tunnel test, to determine the potential impact of such a structure at the pedestrian level, would be required as part of the EIR. If adverse effects appeared probable, wind tunnel testing of design alternatives would then be required.

CHAPTER SEVEN. ALTERNATIVES

A. Large Scale Redevelopment

Redevelopment on a large scale involves demolition of areas comprising a number of blocks, followed by construction of new buildings. New construction involves the commitment of a greater amount of non-renewable energy and material resources than does rehabilitation. Empty buildings waiting for demolition present fire hazards, attract vandals, and are often visual blights. Unless blight is universal, such plans may require demolition of basically sound structures.

Large concentrations of new, subsidized housing units are contrary to Comprehensive Plan policies, as stated in the Residence Element, which call for distribution of low-income housing throughout the City and for placement of the "highest priority on rehabilitation of residential areas." Such concentrations have a greater impact on the socio-economic characteristics of a neighborhood than do small developments of new housing. They may change the scale and character of a neighborhood, and disrupt the sense of historic continuity. In the absence of a high degree of attention to design parameters, large developments may be disturbing visually because of their architectural uniformity.

Large developments result in relocation impacts of corresponding scale. Persons living in such housing tend either to move to other marginal housing or to move out to areas of cheaper housing. Achievement of adequate living conditions for these families requires substantial relocation aid. With such aid, physically adequate conditions may be provided but existing social relationships in communities cannot be maintained when large numbers of people must be relocated at once.

Large developments provide an opportunity for redesign of streets, the creation of pedestrian-oriented environments in high-density areas, the undergrounding of utilities, and provide an opportunity to exercise architectural controls. Costs per unit are decreased by economies of size in building construction but increase as a result of the costs associated with major utility disruption and street construction.

Generally, massive, architecturally uninteresting, housing developments are the cheapest to build. The economy of such construction must be balanced against the impact of this type of housing on people's self-image and a common lack of interest in maintenance of buildings that are seen as substandard living quarters even when new. The total social costs of this type of housing, if there were any way of quantifying them, might

well show that the more expensive, scattered, small-site approach to housing is the least expensive in the long run.

B. Projects Proposed But Not Included in this Proposal

Projects proposed by individuals and community groups which would be of benefit to the City were more numerous than could be funded with the available money. Those projects not selected for funding under this application fell into a number of classes. Some of the requests were not closely associated with other clearly identified community development related activities. The law requires this association. Others may have other funding sources available (federal, state and local) which must be sought. These funds should be looked to as the primary source to fund socially-oriented projects locally. Still others may be funded in subsequent years of the program.

Acquisition of land for park use was not supported because the Recreation and Parks Department indicated to the Office of Community Development that available community development funds should first be used for improvement of existing playgrounds and parks. Proposition J funds should be used for park land acquisition before Title I funds are used for this purpose.

Transportation-related projects were not included because it was questionable whether they qualified for funding under the Community Housing and Development Act, and it was felt that other sources of funding should be investigated.

Proposals which did not appear to have uniform neighborhood support, such as the Chinatown YWCA conversion project, were discarded in favor of projects which were favored by general community consensus.

Proposals for elderly housing in the South of Market area were excluded on the basis that the existing Salvation Army facility and the forthcoming TOOR (Tenants and Owners in Opposition to Redevelopment) program would at least partially meet this need and that it was undesirable to have a concentration of units oriented toward the needs of the elderly in one part of the City. As a result of existing and planned projects for the elderly in this area, the need is greater elsewhere in the City, such as Chinatown.

Proposals for funding or staffing of education and information projects were dropped because other sources of funding, such as the Department of Health, Education and Welfare, are potentially available.

Requests for additional branch libraries were set aside because, unless they are part of community centers, they are not eligible for funding.

C. The No Project Alternative

If the proposed program is not implemented, some of the housing which is presently deteriorating will reach the point where it can no longer be rehabilitated and will be lost to the housing market in a city with a very low vacancy rate as a result of a shortage of housing. Current economic trends suggest that there may be an increase in the number of households needing assistance in acquiring or maintaining adequate housing as a result of the increasing unemployment rate and increasing costs of construction.

If no assistance is available to the households needing assistance, these people will continue to live in substandard housing which is unsafe and/or unhealthy to live in or will move elsewhere to areas where housing is cheaper. A disproportionate number of affected persons will be low- or semi-skilled workers belonging to minority groups. A loss of these persons from the City will decrease the cultural heterogeneity which is one of the characteristics of San Francisco and will decrease the size of the pool of low- and semi-skilled workers. The size of this pool is a factor in decisions about location of new operations employing large numbers of people, such as the forthcoming Bank of America Data Center in San Francisco. Such locational decisions influence the City tax base. Households moving to suburban areas are likely to increase their commute-to-work distances, thus increasing energy consumption and air pollution resulting from transportation.

C CHAPTER EIGHT. LOCAL, SHORT-TERM USES VS.
LONG-TERM PRODUCTIVITY

The improvement of living conditions resulting from the proposed program should result in short- as well as long-term benefits to human well-being and, consequently, to human productivity. If the cumulative effect of the project would be to create a more desirable urban living environment, it could result in a decrease in the flight to the suburbs and in less orientation towards recreational activities involving travel out of the City.

Because of the existing built-up, urban nature of the City, it is unlikely that new land would be developed as a result of the proposed project. Delay of the project would result in progressive deterioration of present marginal housing, some of which would no longer be suitable for rehabilitation; therefore, delay would result in more demolition and larger scale construction in the future.

Site-oriented portions of the proposed project involve either sites where activity is already under way, which needs to be completed to permit full implementation of specific program objectives, or sites which would be chosen, on the basis of criteria previously described, to give maximum short-and-long-run environmental benefits with minimum costs.

CHAPTER NINE. IRREVERSIBLE ENVIRONMENTAL CHANGES

Construction activity involves the commitment of non-renewable energy and material resources. The proposed program policy favoring rehabilitation over demolition and new construction would minimize consumption of these resources.

CHAPTER TEN. GROWTH INDUCING IMPACTS

The general nature of the proposed program is an improvement of the standard of living of present residents, through improvements in housing and neighborhood amenities, rather than provision of housing for in-migrants. Insofar as out-migration of present residents is influenced by a search for a better residential environment, the program may lessen the present tendency toward population decrease in San Francisco.

Block grants will be available to all metropolitan cities and urban counties, most of which will presumably take advantage of this funding source, hence the availability of community development funds in San Francisco should not affect the housing market in such a fashion as to attract new residents to the City, if one assumes all communities to be equally desirable places of residence. The induction of major shifts of population from one part of the City to another should be precluded by the policy of dispersing small developments throughout the City.

Employment opportunities in the City are not expected to increase to an extent that will cause an influx of lower income households to the City. Population projections prepared by the Department of City Planning in 1968* suggest that, if housing were available, for the period 1970-1977, 6000 to 7000 new lower income households, requiring housing assistance, would move into the City. This represents an 8 percent increase over the 84,400 households (28% of total households in the City) requiring assistance in 1970. It was estimated in the above-mentioned report that most of the heads of these households would be non-white adults in job-seeking age categories with young families. Assuming an approximately linear increase, an increase of 2000 to 3000 (or 3%) would be expected during the three-year grant period. In view of the rapidly changing state of the economy, which increases the probable error of socio-economic predictions, an anticipated change of this magnitude is not statistically significant.

*"Population Projections for San Francisco 1960-1990,"
Department of City Planning, April 1968.

CHAPTER ELEVEN. AUTHORS AND CONSULTANTS

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APPENDIX I

NINE-STEP PROCEDURE FOR PROGRAMMING
COMMUNITY DEVELOPMENT FUNDS

A nine-step procedure has been developed by the Mayor's Office for programming community development funds.

1. The Mayor's Office of Community Development (OCD), in cooperation with the Citizens Committee on Community Development (CCCD), sponsors public hearings to seek citizen views on community development and housing needs.
2. City departments and agencies submit their requests to the Office of the Mayor for review and evaluation.
3. The Mayor's OCD, in consultation with the Technical Policy Committee (TPC)*, prepares a preliminary program which outlines the actions to be undertaken in the coming program-period and identifies the funding needed for those actions.
4. The Office of the Mayor conducts a public hearing on the preliminary program.
5. The City Planning Commission takes actions on the Program's Environmental Impact Statement and determines the conformity of the Program to the City's Master Plan.
6. The Mayor's OCD, in consultation with the TPC, prepares a final program report and submits it to the Board of Supervisors for action.
7. The Board of Supervisors conducts its public hearing and takes action on the community development program.
8. After Board approval, the Office of the Mayor transmits the application for funds to HUD for approval.
9. Upon Federal approval, the Controller places the funds into a Community Development account and, based upon the approved budget, arranges for the transfer of funds to the individual accounts of the operating departments and agencies.

*The TPC is comprised of the directors of City departments and agencies with responsibilities for HUD-assisted programs: Office of Community Development, Department of City Planning, Model Cities Agency, Bureau of Building Inspection, S. F. Redevelopment Agency, S. F. Housing Authority, and Department of Recreation and Parks.

APPENDIX II
RELOCATION BENEFITS AVAILABLE TO THOSE DISPLACED
BY COMMUNITY DEVELOPMENT ACTIVITIES

- I. Relocation Benefits Available under the Uniform Relocation Assistance Act of 1970 - applicable when private property is acquired by a public agency using community development block grant funds.
- A. Payments to cover moving expenses, including storage
1. Families and individuals displaced from their dwellings may receive these payments.
 2. The amount received equals actual reasonable moving expenses, OR
 3. A fixed moving expense payment not to exceed \$300, plus a Dislocation Allowance of \$200.
- B. Additional Payments to Homeowners
1. Homeowners may receive additional payments to assist in buying a replacement dwelling.
 2. This \$15,000 maximum payment covers:
 - a. the difference between the price paid for the property and the cost of a comparable replacement dwelling;
 - b. an amount to compensate for any difference between the old and new mortgage interest rates;
 - c. certain closing costs on the replacement dwelling such as title search, inspection fees, credit report, or escrow fees.
 3. The homeowner must have occupied the dwelling not less than 180 days prior to initiation of negotiations for property acquisition.
 4. If the homeowner does not qualify for the replacement housing payment for homeowners, or elects not to purchase, he may be eligible to receive a maximum of \$4,000 in rental assistance payments.
- C. Additional Payments to Tenants
1. Tenants may receive additional payments to help purchase or rent a replacement dwelling.

2. This \$4,000 maximum payment either:
 - a. helps meet the increased cost of renting a replacement dwelling for a period of up to four years, OR
 - b. with the inclusion of incidental closing costs, assists in making a down payment on the purchase of replacement dwelling.
3. The person must have occupied the dwelling not less than 90 days prior to initiation of negotiations for property acquisition.
4. When a down payment of more than \$2,000 may be made, the person must match dollar-for-dollar the amount in excess of \$2,000.

D. Payments to Persons Displaced From Their Place of Business, Including Nonprofit Organizations

1. These persons may receive payments to assist in re-establishing and obtaining commercial or other property suitable to their needs.
2. The payment covers either:
 - a. actual moving expenses, actual direct loss of tangible personal property, and actual reasonable expenses in searching for a replacement location, OR
 - b. an amount equal to the net earnings of the business operation, not less than \$2,500 or more than \$10,000.

II. Relocation Benefits Available Under Local Policy - applicable when public acquisition of property is not required by community development activities, such as code enforcement and the modernization of public housing, but such activity does cause displacement.

A. Replacement Housing Grant (RHG) To Be Used for Either the Rental or Purchase of Replacement Housing

1. The RHG is made to provide a supplement to new housing costs in excess of 25 percent of gross monthly income.
2. The amount of the RHG cannot exceed \$4,000 for each displaced household; it will be disbursed at a rate of up to \$1,000 annually for a maximum of four years,

based on eligibility of the household and a continuing assessment of need. There will be only one RHG payment annually, to be shared among occupants of the household.

3. The actual amount of the RHG is determined by taking the lesser of the following:
 - a. the difference between replacement housing costs and 25 percent of income (when previous housing costs were less than 25 percent of income), OR
 - b. the difference between replacement housing costs and previous housing costs, when both are in excess of 25 percent of income.
4. RHG payments will be made only when funds under Section 8 of the Housing and Community Development Act of 1974 are not available to assist the rehousing of the displacee.

B. Moving Costs

1. Actual reasonable moving costs for both permanent and temporary moves are to be reimbursed.
2. A maximum of \$300 per household may be paid regardless of the number of moves involved.

C. Dislocation Allowance

1. This payment covers reasonable costs associated with dislocation over and above moving costs (rental deposits, agents fees, or incidental expenditures).
2. This amount may not exceed \$200.

D. Relocation Services and Counseling

1. The existing range of relocation and rehousing services are to be provided to all displaced households at the request of the displacee.

E. Eligibility

1. Displaced persons are eligible for the above benefits if:
 - a. they have occupied the unit at least 90 days prior to the date of receipt of the order to vacate, and provided that the occupancy of the unit was not initiated for the purpose of becoming eligible for the RHG, and

b. one of the following:

- (1) the public agency has certified the need to vacate the unit due to the extent of code compliance rehabilitation or demolition;
OR
- (2) the occupant of the unit has been given notice of a rent increase of 10 percent or more above the base rent or the rent charged for a comparable unit, and the new rent exceeds 25 percent of the tenant's gross monthly income.

(To be eligible, rent increases must be based on financing the cost of meeting rehabilitation standards, and allowable general property improvements in accordance with the standards of the Rehabilitation Assistance Program (RAP). A tenant need not physically move from the unit in order to be eligible for Replacement Housing Grants due to rent increases, and may use the RHG to pay the amount of the rent increase.)

2. To be eligible for moving costs, dislocation allowance, or relocation services and counseling, a displaced person need only satisfy requirements (a) and (b), above.



